DOCUMENT RESUME

ED 067 530 08 AC 012 806

AUTHOR McCaw, Edward A.
TITLE Commerce Supervisory Course: Discussion Guide. Theories of Supervision.
INSTITUTION Department of Commerce, Washington, D.C.
NOTE 32p.

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS Leadership Training; *Management Development; Management Education; *Supervisory Methods; *Supervisory Training
IDENTIFIERS *Department of Commerce

ABSTRACT

The contributions of Frederick W. Taylor, Henri Fayol and Elton Mayo to the development of current concepts of supervisory theory are outlined. Ten newer concepts of management, with graphics, provide the supervisor with an opportunity to formulate his own personal theory. Suggested bibliography for supervisors is given. (Author/NF)

ED 067530

A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

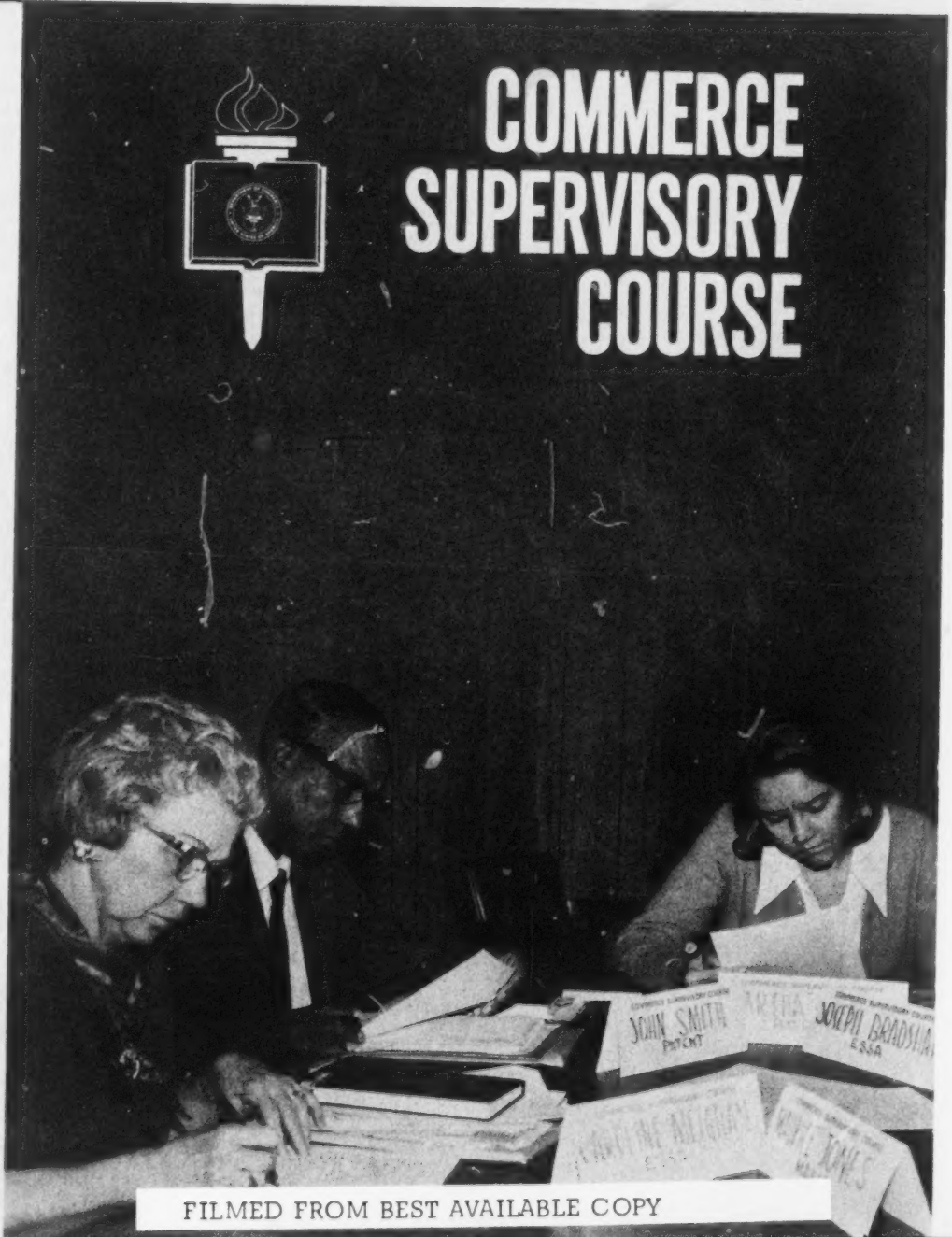
U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

COM
AC

DISCUSSION GUIDE

THEORIES OF SUPERVISION
NO. I-1-3

COMMERCE SUPERVISORY COURSE



OFFICE OF THE SECRETARY

OFFICE OF PERSONNEL

FILMED FROM BEST AVAILABLE COPY

ABOUT THE DISCUSSION GUIDES

The study of supervisory processes and practices has been going on for many, many years, and practical knowledge of experience based supervisory activities continues to increase. These discussion guides provide ideas, concepts, and approaches to the supervisory function that capture the experience of successful supervisors in the Federal Government.

These guides, covering the major processes of the Government supervisor, are in response to the need for basic supervisory training materials that can be used in the instruction and training of supervisors throughout the U.S. Department of Commerce.

Each discussion guide may be used separately or in concert with other guides. Latitude is provided in the design to tailor the subject matter to the needs of the respective bureaus of the U.S. Department of Commerce.

These guides were developed by a Task Force composed of representatives of the various Bureaus of the U.S. Department of Commerce and the Office of the Secretary. Their background and experience reflects a variety of professional and technical specialties within the Department.

COMMERCE TASK FORCE ON SUPERVISORY TRAINING

Miller McDonald, Chairman ..... Office of the Secretary

Robert F. Bain ..... National Bureau of Standards
Karl E. Bell ..... National Bureau of Standards
Daniel E. Bella ..... Environmental Science Services Administration
J. Gordon Hermes ..... Maritime Administration
John J. Hickey ..... Bureau of the Census
Conwell Jones ..... Economic Development Administration
David C. Lewis ..... Bureau of the Census
Harold E. Mackel ..... Environmental Science Services Administration
Edward A. McCaw ..... Office of the Secretary
Samuel W. McKeen ..... Office of the Secretary
Betty D. Neuhart ..... Bureau of International Commerce
Jack W. Osburn, Jr. .. Business and Defense Services Administration
Richard C. Pinkham ..... Patent Office
Robert J. Rish ..... Patent Office
Frederick Seibold, Jr. ..... Maritime Administratic

The discussion guide on the subject of Theories of Supervision was the task assignment of Edward A. McCaw, Office of the Secretary

ED 067530

U. S. Department of Commerce

COMMERCE SUPERVISORY COURSE

SESSION I-1-3
THEORIES OF SUPERVISION

Office of Personnel
Office of the Secretary

U. S. Department of Commerce
Commerce Supervisory Course

SESSION I-1-3
THEORIES OF SUPERVISION

OBJECTIVE OF SESSION

The purpose of this session is to provide an understanding and appreciation of the historical development of supervisory theory and how it has influenced the current concepts of management.

TIME REQUIRED --- 2 hours

PREVIEW

This session briefly outlines the contributions of Taylor, Fayol, and Mayo to the development of the current concepts of supervisory theory. The session stresses ten newer concepts of management and provides the supervisor with an opportunity to formulate his own personal theory.

MATERIALS:

Blackboard or Easel with Chart Paper
Overhead Projector and Screen

GRAPHICS:

I-1-3G1	I-1-3G3	I-1-3G5
I-1-3G2	I-1-3G4	I-1-3G6

HANDOUT:

I-1-3H1 I-1-3H2

PREPARATION FOR THE INSTRUCTION:

You will probably find it helpful to prepare yourself for this session by reading a text book on Management Theory. For example, the following texts would be beneficial:

"Management: Theory and Practice"
by: Ernest Dale
Published by: McGraw-Hill
Chapters 8-15

"Essentials of Management"
By: Joseph L. Massie
Published by: Prentice-Hall, Inc.
Chapters 1-3

"The Successful Supervisor"
By: William R. Van Dersal
Published by: Harper and Row
Chapters 5-6

DISCUSSION GUIDE

SESSION: I-1-3 SUBJECT: THEORIES OF SUPERVISION

	This session will review briefly some of the influences on the development of the management theory during this century. Thus we shall discuss Taylor's scientific management, Fayol's general principles of management and the influence of the behavioral sciences.
SUPERVISOR MEMBER OF MANAGEMENT TEAM	The first-line supervisor is part of management. As a member of the management team the supervisor should be concerned with the development of an accurate and useful theory of management.
THEORY AND PRACTICE NOT OPPONENTS	The popular notion that theory and practice are opponents overlooks the fact that good theory underlies and improves practice.
WHY?	Why is this so? (Explore--get various comments from the group.) POSSIBLE COMMENTS - To be proficient in any sport (golf, football, etc.) one must know--why certain things are done (theory) and then try to apply this theory in the game. - Pre-flight students learn areo-dynamics theory before flying a plane. - Medical students learn theory before practicing medicine.
FREDERICK W. TAYLOR 1856-1915	TAYLOR'S SCIENTIFIC MANAGEMENT
OVERALL GOAL: HIGHER INDUSTRIAL EFFICIENCY --INCREASED PRODUCTIVITY --LOWER UNIT COST	Frederick Taylor is generally acknowledged to be the father of scientific management. His overall goal was higher industrial efficiency, in the form of increased productivity or lower unit cost. What distinguishes scientific management from other approaches is not its overall goal, but its basic assumptions, specific objectives and techniques. (Repeat these three points (write on board).

BASIC ASSUMPTIONS

SCIENTIFIC METHOD: OBSERVATION, MEASUREMENT AND EXPERIMENTAL COMPARISON

1. The application of the methods of science to problems of management will lead to higher industrial efficiency. Observation, measurement and experimental comparison are thus among the methods of science that can be applied to problems of management.

HIGH WAGES LEAD TO HIGH PRODUCTIVITY

2. The incentive of high wages will promote the mutuality of interest between workers and managers that will result in high industrial efficiency (or productivity).

SPECIFIC OBJECTIVES

STANDARDIZATION OF WORK CONDITION AND WORK METHODS

1. The standardization of working conditions (room temperature, etc.). The provision of work breaks of optimum duration and frequency to achieve higher efficiency.

2. Standardization of work methods. Determining the best procedure for doing a job.

MOTION STUDY DEFINITION

Example: Motion study is the observation of all motions that comprise a particular job and the determination of the best set of motions that leads to greatest efficiency.

TIME STUDY

3. Planning of large daily tasks for greater efficiency. Time study is related to this objective. Each component part of the task is timed by use of a stop-watch and the appropriate production standard can be determined.

TAYLOR'S DIFFERENTIAL PAY PLAN

4. Encouragement to stay in a job should be given to high producers. Accordingly, for those producing above standard the per-unit pay under the Taylor Differential Piecework Plan would be higher than for the low producer. (The production standard to be used in a wage incentive system can be determined by using the time study technique.)

CONNECTION TO OPERATIONS RESEARCH

Though the historical connection is not direct, recent work in operations research which emphasizes the application of the methods of science to managerial decision-making, as a further development of one of the operating assumptions of Taylor's scientific management.

CRITICISMS OF TAYLOR'S METHODS: TIME STUDY QUESTIONED

After Taylor's death, critics stated that time study, as it was currently being practiced with the stop-watch, was unethical, wasteful and inaccurate. . .employed questionable methodology in arriving at standard times, and was costly because of the inaccurate and useless data it developed.

LACK OF HUMAN ELEMENT

In addition, others criticized the Taylor system for. . . "absolute lack of the human element." This led us into all the human sciences with a special stress on advances in education, the new psychology and psychiatry in all its various developments.

HENRI FAYOL 1841-1925

FAYOL'S GENERAL PRINCIPLES OF MANAGEMENT

In contrast to Taylor's emphasis on first-line supervision in production areas, Henri Fayol's work is oriented toward the higher levels of the organization. The functional approach to the study of management is a direct outgrowth of Fayol's work.

SIX ACTIVITIES COMMON TO ALL ORGANIZATIONS (LIST ON BOARD) DEFINE BRIEFLY

Fayol identified six activities which he believed had to be accomplished in all organizations:

1. Technical (production, etc.)
2. Commercial (buying, selling)
3. Financial (use of capital)
4. Security (production)
5. Accounting (financial position)
6. Managerial (planning, organizing, commanding, coordinating, and controlling.)

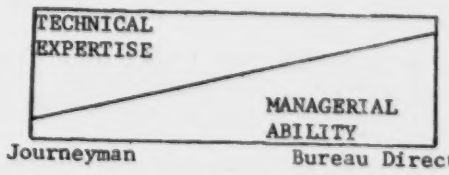
Most of Fayol's analysis of organizational activities was devoted to the last listed area, that is the analysis of the managerial activity.

INCREASED MANAGERIAL SKILL REQUIRED---AS INDIVIDUAL PROGRESSES

Fayol held that the importance of managerial ability increases as one goes up the chain of command. Consequently, one would expect that managerial skill is the most important component of job performance in top management positions.

Example: Greater managerial ability required for a bureau Director position than for a journeyman position (accountant, engineer, etc.). Illustrate as indicated below:

ILLUSTRATE ON BLACK BOARD OR CHART PAPER



Fayol also identified a number of principles of management which apply in varying degree in all managerial situations. Our purpose in defining some of these principles is not to achieve a mastery of the ideas contained therein, but to provide a sample of his terminology and his approach to managerial problems.

FAYOL'S FOURTEEN GENERAL PRINCIPLES OF MANAGEMENT

HANDOUT I-1-3H1

DISCUSS POINTS AT RANDOM---THIS WILL PROVIDE FLEXIBILITY FOR TIME PURPOSES

FAYOL'S PRINCIPLES OF MANAGEMENT

1. Division of work
2. Authority and responsibility
3. Discipline
4. Unity of command
5. Unity of direction
6. Subordination of individual interest to general interest
7. Remuneration
8. Centralization
9. Scalar chain
10. Order
11. Equity
12. Stability of tenure of personnel
13. Initiative
14. Esprit de Corps

REMUNERATION (7)

"Remuneration of Personnel" concerns the importance of the methods of payment being fair and affording maximum satisfaction to employee and employer. The principle is similar to one of the basic assumptions underlying the field of scientific management, which we discussed in the last section of this unit.

SCALAR CHAIN (9)

The "Scalar Chain" refers to the chain of superiors from the highest to the lowest rank, which should be short-circuited only when scrupulous following of it would be detrimental. This principle suggests that an employee should not feel free to contact his superior's superior.

UNITY OF COMMAND (4)

The "Unity of Command" principle suggests that an employee should receive orders from only one superior.

INITIATIVE (13)

"Initiative" is conceived of as the thinking out and execution of a plan. Fayol suggests that since it is one of the "keenest satisfactions for an intelligent man to experience,"managers should "sacrifice personal vanity" in order to permit subordinates to exercise it. Fayol thus appears to suggest that managers should share some of their decision-making authority with their subordinates.

DIVISION OF WORK (1)

The principle of "Division of Work" suggests that specialization within an enterprise leads to a higher level of efficiency (or productivity, etc.).

ORDER (10)

"A place for everything (everyone)and everything (everyone) in its (his) place" concerns the principle of "order". The use of a formal organization chart in a company would be consistent with the objective of this principle.

STABILITY (12)

"Stability of tenure of personnel" suggests that high employee turnover is detrimental to an organization.

FAYOL'S PRINCIPLES NOT EXHAUSTIVE

In concluding his discussion of the management principles, Fayol stated that he had only tried to present those that he had the most occasion to use in his career as a manager. Thus the principles were not regarded as being exhaustive.

ELEMENTS OR FUNCTIONS--- ESSENCE OF MANAGERIAL JOB

In addition to his description of organizational activities and principles of management, Fayol considered the specific functions, or elements, of management. These elements, or functions, constitute the essence of the managerial job.

PRINCIPLE FUNCTIONS: PLANNING ORGANIZING COMMANDING COORDINATING CONTROLLING

Though we are making only brief reference to this aspect of Fayol's work, it constitutes a major part of his writing. Principle Functions of Management:

Planning
Organizing
Commanding
Coordinating
Controlling

UNIVERSALITY

Throughout Fayol's writings, there is an emphasis on the universality of management functions and principles. Therefore, political, religious, philanthropic, and other organizations would be able to apply to his principles.

METHODS AND PRINCIPLES OF TAYLOR AND FAYOL COMPLEMENTARY.

Because their interests were directed toward different aspects of managerial work in organizations, the methods and principles developed by Taylor and Fayol are typically considered to be complementary (the principles and techniques used are not contradictory).

INFLUENCE OF THE BEHAVIORAL SCIENCES

The behavioral science approach to management concerns application of the methods and findings of psychology, social psychology and sociology for the purpose of understanding organizational behavior.

HAWTHORNE STUDIES

Historically, the first significant use of the behavioral science approach to management problems occurred in the famous series of studies in the Hawthorne Plant of the Western Electric Company during the late 1920's and early 1930's.

ELTON MAYO 1880-1949

Elton Mayo, the director of the Hawthorne studies, is also generally considered to be the founder of the field of human relations.

CONFLICT BETWEEN TAYLOR AND MAYO

To Taylor, human relations problems stood in the way of production and should be removed.

Example: In the Hawthorne Plant, Mayo found that piecework systems led to conflicts between workers and time and motion study experts. Thus employee reactions to piecework systems were not those desired by Taylor.

ORGANIZATION IS A SOCIAL SYSTEM

The Hawthorne studies provided evidence that, in addition to being a formal arrangement of functions, an organization is a social system whose success depends on the appropriate application of behavioral science principles.

EARLY RESEARCH HIGH MORALE HIGH PRODUCTIVITY

Early research tended to focus on employee satisfaction and morale, the implicit assumption being that high morale leads to high productivity (later research has indicated this assumption is oversimplified.)

BREAK?

If convenient give group a 15 minute break.

NEWER CONCEPTS

NEWER CONCEPTS IN MANAGEMENT (Through Influences of behavioral sciences.

USE GRAPHIC I-1-3G1 (Items 1-8)

1. Influence - rather than authority, is used by most successful managers, i.e. influence with people. Authority carries with it the threat of penalty. Few people like to be told to do something.

EXPLAIN AND DISCUSS EACH OF THE TEN CONCEPTS

2. Group patterns of operation - linking pin concept. Traditional concept is to play subordinates against one another, i.e., "all cream will rise to top" so best man will shine. Group concept - all subordinates realize they must know each others jobs to aspire to the boss' position. A good manager brings out the best ideas from all his subordinates and carries them forward to the next higher group in the organization.

NOTE: CONCEPTS - SHOW ONE AT A TIME

3. General goals set through participation - Goals are set by mutual agreement between manager and subordinates - "Participation commitment concept". Not manager telling what the goal is. Participation engenders the feeling of requirement by the subordinate to fulfill his part of the agreement.

4. General Supervision - i.e. not detailed, or over-supervision.

5. Total process measurement including intervening variables. End result important but other variables (innovation, morale, etc.) are just as important--- in the long run.

6. Employee-centered supervision - i.e. the people aspect and not task oriented. Manager must know his employee and all that affects his effectiveness, i.e. personal problems, etc.

7. Concern for total communication process---not just one way.

8. High performance standards cooperatively sought (leadership - manager himself has to instill motivation, etc.

GRAPHIC I-1-3G2 (Items 9 & 10)

9. Multidimensional approach to motivation - i.e. motivation is not just money, but rather many other factors.

Example: Money, working conditions, etc. will not motivate an employee--if they are not adequate this will have a negative effect. But by increasing them will not increase the employee's motivation. Employees are motivated by self-actualizing opportunities and recognition of their accomplishments.

Reference to Text by Van Dersal

NOTE: If desired, Chapter 5 and 6 in "The Successful Supervisor" by Van Dersal will provide additional information on motivational theory.

Instructor Option: If Chapters 5-6 are discussed, use Graphics I-1-3G3/6

10. Value of high attitudes realized - is directly proportioned to the degree of "structure" in the job. High attitude is required for a low structured job. For a highly structured job (i.e. simple task job, such as production line - attachment of nut to a bolt) the happiness and attitudes is not important as to how the job gets done - strictly a physical function. High attitudes and good morale are very important in unstructured jobs where the output from within the man is required (creativeness, foresight, etc.)

Example: Man assigned director of long range planning given office and staff only - his own personal direction (and attitudes) are his only guide.

BREAK INTO SMALL GROUPS

Group Discussion - Break into small groups (approximately 4 to a group) - Read question below - allow 15 minute discussion time - have group select spokesman - get viewpoints - probe - Explore as time will allow.

QUESTION

WHICH OF THE 10 CONCEPTS APPEAR TO HAVE THE MOST VALUE FOR A FEDERAL SUPERVISOR AND WHY?

NOTE: If time permits, assign an additional question.

Example: Discuss the respective viewpoints of Taylor and Mayo---are they compatible?

SUMMARY

Every supervisor who wants to make his practice of management more successful should be concerned with the development of an accurate and useful theory of management.

URGE SELF-DEVELOPMENT ASPECTS

We have only briefly touched upon the theories of supervision. Hopefully, you will pursue the subject further on your own. There are many excellent references available.

RECOMMEND TEXT, BY DALE (OR OTHERS THAT YOU DEEM APPROPRIATE) HANDOUT SUGGESTED BIBLIOGRAPHY H.O. I-1-3H2

One text that should prove invaluable to you is: "Management: Theory and Practice" by Ernest Dale, published by McGraw-Hill. (Give group Handout I-1-3H2.)

Mayo's theories and those of Taylor are not untrue, but either singly or together they are somewhat incomplete. Today, behavioral scientists are trying to fill in the gaps.

Illustration: If two golfers have equal ability then one who has a full set of golf clubs will have a definite advantage over the other---the greater the discrepency in the number of clubs---the greater the advantage.

Different situations in golf require the use of a particular club to be effective. Different situations on the job require a supervisor to use a particular technique or device at a given time to be effective.

ANALOGY GOLF AND SUPERVISION

Keep this analogy in mind as you develop your own personal theory---one club does not make a golfer a pro---one set way of supervising---does not make a supervisor a pro.

END OF SESSION

C O M M E R C E

S U P E R V I S O R Y

C O U R S E

Session I-1-3

Theories of Supervision

GRAPHICS

NEWER CONCEPTS IN MANAGEMENT

1. INFLUENCE
2. GROUP PATTERNS OF OPERATION, -LINKING PIN CONCEPT
3. GENERAL GOALS SET THROUGH PARTICIPATION
4. GENERAL SUPERVISION
5. TOTAL PROCESS MEASUREMENT -- INCLUDING INTERVENING VARIABLE
6. EMPLOYEE CENTERED SUPERVISION
7. CONCERN FOR TOTAL COMMUNICATION PROCESS
8. HIGH PERFORMANCE STANDARDS COOPERATIVELY SOUGHT

GRAPHIC I-1-3G1

3G2 U. S. Department of Commerce - Commerce Supervisory Course

GRAPHIC I-1-3G2

9. MULTIDIMENSIONAL APPROACH TO MOTIVATION

10. VALUE OF HIGH ATTITUDES REALIZED

GRAPHIC I-1-3G3

MOTIVATION - HYGIENE THEORY - HERZBERG

DISSATISFIERS	MOTIVATORS
	ACHIEVEMENT
	RECOGNITION
	WORK ITSELF
	RESPONSIBILITY
	ADVANCEMENT
CO. POLICY & ADMIN.	
SUPERVISION - TECH	
SALARY	
INTERPERSONAL RELS - SUPV.	
WORKING CONDITIONS	

GRAPHIC I-1-3G4

PEFORMANCE EFFECTS

SATISFIERS LEAD TO:	DISSATISFIERS LEAD TO:
INCREASED INTEREST	DECREASED INTEREST
INCREASED ENTHUSIASM	DECREASED ENTHUSIASM
INCREASED PRODUCTIVITY	DECREASED PRODUCTIVITY
	AN INCREASE IN QUITS

PSYCHOLOGICAL GROWTH

- KNOWING MORE
- PERCEIVING RELATIONSHIPS
- CREATIVITY
- EFFECTIVENESS IN AMBIGUITY
- INDIVIDUALITY
- REAL GROWTH

GRAPHIC I-1-3G5

GRAPHIC I-1-3G6

MASLOW'S PRIORITY FOR HUMAN NEEDS

1. BASIC PHYSIOLOGICAL NEEDS
2. SAFETY NEEDS
3. LOVE AND BELONGINGNESS NEEDS
4. ESTEEM AND SELF-RESPECT NEEDS
5. NEEDS FOR SELF-REALIZATION

C O M M E R C E

S U P E R V I S O R Y

C O U R S E

Session I-1-3

Theories of Supervision

HANDOUTS

HANDOUT I-1-3H1

FAYOL'S PRINCIPLES OF MANAGEMENT

1. DIVISION OF WORK
2. AUTHORITY AND RESPONSIBILITY
2. DISCIPLINE
4. UNITY OF COMMAND
5. UNITY OF DIRECTION
6. SUBORDINATION OF INDIVIDUAL INTEREST TO GENERAL INTEREST
7. REMUNERATION
8. CENTRALIZATION
9. SCALAR CHAIN
10. ORDER
11. EQUITY
12. STABILITY OF TENURE OF PERSONNEL
13. INITIATIVE
14. ESPRIT DE CORPS

SUGGESTED BIBLOGRAPHY FOR SUPERVISORS

HANDOUT I-1-3H2

MOTIVATION AND PRODUCTIVITY
By: Saul Gellerman
American Management Association

PSYCHOLOGY IN MANAGEMENT
By: Mason Haire
McGraw-Hill

THE MOTIVATION TO WORK
By: Frederick Herzberg, Bernard Mausner,
and Barbara Bloch Snyderman
John Wiley and Sons

WORK AND THE NATURE OF MAN
By: Frederick Herzberg
World Publishing Company

THE HUMAN SIDE OF ENTERPRISE
By: Douglas McGregor
McGraw-Hill

IT ALL DEPENDS
By: Harvey Sherman
University of Alabama Press

MANAGEMENT: THEORY AND PRACTICE
By: Ernest Dale
McGraw-Hill

ESSENTIALS OF MANAGEMENT
By: Joseph L. Massie
Prentice-Hall, Inc.

ERIC Clearinghouse
SEP 12 1972
on Adult Education

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES

INSTRUCTOR NOTES